

1969-1970

STACKS

**A GUIDE
To The
HOUSE OF REPRESENTATIVES**

**F328.065S
H842
1969/70**

*"As a visitor, you should keep in mind that what you see of activities on the floor of the House is but a fraction of the time and energy a Representative must put into his public task. The House is a hard-working, sincere, and dedicated body, deserving of your understanding, and worthy of your support." SEE
PAGE 18*

This *Guide* was
written and designed by
The Clerk of the House of Representatives

#25619390

STATE LIBRARY OF FLORIDA



3 1246 00540481 1

ABE 1958



FREDERICK H. SCHULTZ
SPEAKER

STATE OF FLORIDA
HOUSE OF REPRESENTATIVES
TALLAHASSEE

Dear Friend:

This booklet is intended to help you know more about the House of Representatives, a co-partner in the legislative progress of our State.

Public understanding of the functioning of the House of Representatives, and, indeed, of all of the other branches of our State, is essential to the continuing success of our democracy.

Members of the House of Representatives pride themselves on being the arm of the State government most responsive to the will of the people.

It is my hope that you will find this booklet useful, and that you may wish to pass it along to others for a sharing of the information it contains.

Sincerely,

Fred Schultz



The House of Representatives

COUNTIES IN DISTRICT AND REPRESENTATIVE

Democrats in Roman (77); *Republicans in Italic* (42)

District

ESCAMBIA

- 1 Roy L. Hess, Pensacola (D)
- 2 Gordon W. Tyrrell, Pensacola (D)
- 3 *Tom Tobiasen*, Pensacola (R)
- 4 Jim Reeves, Pensacola (D)

SANTA ROSA-OKALOOSA-WALTON- HOLMES-WASHINGTON

- 5 Edmond M. (Ed) Fortune, Pace (D)
- 6 Henton D. (H.D.) Elmore, Crestview (D)
- 7 J. G. Melvin, Ft. Walton Beach (D)

BAY-GULF-CALHOUN

- 8 John Robert Middlemas, Panama City (D)
- 9 Joe Chapman, Panama City (D)

LIBERTY-JACKSON-GADSDEN

- 10 R. D. Woodward, Jr., Quincy (D)
- 11 Wayne Mixson, Marianna (D)

FRANKLIN-WAKULLA-LEON

- 12 Miley Miers, Tallahassee (D)
- 13 Donald L. Tucker, Crawfordville (D)

JEFFERSON-MADISON-TAYLOR- LAFAYETTE

- 14 Ken Smith, Perry (D)

SUWANNEE-DIXIE-HAMILTON- GILCHRIST-LEVY

- 15 Howell Lancaster, Trenton (D)

NASSAU-BAKER-COLUMBIA- BRADFORD-UNION-CLAY

- 16 Gene Shaw, Starke (D)
- 17 Ralph C. Tyre, Lake City (D)

DUVAL

- 18 Roger West, Jacksonville (D)
- 19 Ted Alvarez, Jacksonville (D)
- 20 Carl Ogden, Jacksonville (D)
- 21 Lew Brantley, Jacksonville (D)
- 22 John Crider, Jacksonville (D)
- 23 Lynwood Arnold, Jacksonville (D)
- 24 Frederick H. Schultz, Jacksonville (D)
- 25 R. Earl Dixon, Jacksonville (R)
- 26 J. Wertz Nease, Jacksonville (R)
- 27 Don Nichols, Jacksonville (D)
- 28 Harry Westberry, Jacksonville (D)

ALACHUA-MARION

- 29 Ralph D. Turlington, Gainesville (D)
- 30 Kenneth H. MacKay, Jr., Ocala (D)
- 31 Bill Andrews, Gainesville (D)

PUTNAM-FLAGLER-ST. JOHNS-LAKE

- 32 W. H. (Bill) Reedy, Eustis (D)
- 33 *James A. Glisson*, Eustis (R)

District

- 34 A. H. (Gus) Craig, St. Augustine (D)

VOLUSIA

- 35 William R. Conway, Ormond Beach (D)
- 36 James H. Sweeny, Jr., DeLand (D)
- 37 William M. Gillespie, New Smyrna Beach (D)

ORANGE-SEMINOLE

- 38 Leonard V. Wood, Altamonte Springs (R)
- 39 Cecil L. Bothwell, Jr., Winter Park (R)
- 40 Bill Fulford, Orlando (D)
- 41 David L. Lindsey, Orlando (R)
- 42 William D. Gorman, Winter Park (R)
- 43 Lewis Earle, Maitland (R)
- 44 E. Pope Bassett, Maitland (R)
- 45 William L. Gibson, Orlando (R)

PINELLAS

- 46 John J. Savage, St. Petersburg (R)
- 47 Mary R. Grizzle, Indian Rocks Beach (R)
- 48 John T. Ware, St. Petersburg (R)
- 49 Jack Murphy, Clearwater (R)
- 50 Ed S. Whitson, Jr., Clearwater (R)
- 51 A. S. (Jim) Robinson, St. Petersburg (R)
- 52 Don H. Stafford, Largo (R)
- 53 William H. Fleece, St. Petersburg (R)
- 54 Roger H. Wilson, St. Petersburg (R)

POLK-SUMTER

- 55 John R. Clark, Lakeland (D)
- 56 Bob Brannen, Lakeland (D)
- 57 William H. (Bill) Bevis, Fort Meade (D)
- 58 Quillian S. Yancey, Lakeland (D)
- 59 E. C. Rowell, Wildwood (D)

HILLSBOROUGH-CITRUS- PASCO-HERNANDO

- 60 Ed Blackburn, Jr., Tampa (D)
- 61 James L. Redman, Plant City (D)
- 62 William M. Register, Jr., Tampa (D)
- 63 Elvin L. Martinez, Tampa (D)
- 64 Guy W. Spicola, Tampa (D)
- 65 T. Terrell Sessums, Tampa (D)
- 66 John L. Ryals, Brandon (D)
- 67 Paul W. Danahy, Tampa (D)
- 68 Richard S. Hodes, Tampa (D)
- 69 John R. Culbreath, Brooksville (D)
- 70 Tommy Stevens, Dade City (D)

BREVARD-OSCEOLA-INDIAN RIVER- OKEECHOBEE

- 71 Charles E. Davis, Jr., Vero Beach (R)

HOUSE DISTRICTS BY COUNTIES

<i>Counties</i>	<i>Districts</i>	<i>Counties</i>	<i>Districts</i>
Alachua	29-31	Lake	32-34
Baker	16-17	Lee	112-113
Bay	8-9	Leon	12-13
Bradford	16-17	Levy	15
Brevard	71-74	Liberty	10-11
Broward	82-89	Madison	14
Calhoun	8-9	Manatee	115-116
Charlotte	117-119	Marion	29-31
Citrus	60-70	Martin	76-81
Clay	16-17	Monroe	109-111, 114
Collier	112-113	Nassau	16-17
Columbia	16-17	Okaloosa	5-7
Dade	90-111, 114	Okeechobee	71-74
DeSoto	117-119	Orange	38-45
Dixie	15	Osceola	71-74
Duval	18-28	Palm Beach	76-81
Escambia	1-4	Pasco	60-70
Flagler	32-34	Pinellas	46-54
Franklin	12-13	Polk	55-59
Gadsden	10-11	Putnam	32-34
Gilchrist	15	St. Johns	32-34
Glades	112-113	St. Lucie	75
Gulf	8-9	Santa Rosa	5-7
Hamilton	15	Sarasota	117-119
Hardee	115-116	Seminole	38-45
Hendry	112-113	Sumter	55-59
Hernando	60-70	Suwannee	15
Highlands	117-119	Taylor	14
Hillsborough	60-70	Union	16-17
Holmes	5-7	Volusia	35-37
Indian River	71-74	Wakulla	12-13
Jackson	10-11	Walton	5-7
Jefferson	14	Washington	5-7
Lafayette	14		

COUNTIES IN DISTRICT
AND REPRESENTATIVE—Continued

District

- 72 *Richard J. Tillman*,
Cocoa Beach (R)
73 *Clifford A. McNulty*,
Melbourne (R)
74 *William E. Powell*,
Indialantic (R)

ST. LUCIE

- 75 *Charles (Chuck) Nergard*,
Fort Pierce (R)

MARTIN-PALM BEACH

- 76 *Donald H. Reed, Jr.*,
Boca Raton (R)
77 *Jack Poorbaugh*,
Boynton Beach (R)
78 *William G. James*,
Delray Beach (R)
79 *Raymond J. Moudry*,
West Palm Beach (R)
80 *John Jordan*, Palm Beach (R)
81 *David C. Clark*, West Palm Beach
(R)

BROWARD

82. *C. Lavon Ward*,
Ft. Lauderdale (R)
83 *Arthur H. Rude*,
Ft. Lauderdale (R)
84 *George L. Caldwell*,
Ft. Lauderdale (R)
85 *Richard A. Bird*,
Ft. Lauderdale (R)
86 *Henry J. Prominski*,
Pompano Beach (R)
87 *Joel Karl Gustafson*,
Ft. Lauderdale (R)
88 *Joseph M. Martinez, Jr.*,
Hollywood (R)
89 *Charles J. King*, Plantation (R)

DADE

- 90 *Maxine E. Baker*, Miami (D)
91 *Dick Renick*, Miami (D)
92 *George Firestone*, Miami (D)

District

- 93 *Dick Clark*, Coral Gables (D)
94 *Lew Whitworth*, Miami Lakes (D)
95 *Murray H. Dubbin*, Miami (D)
96 *Gerald Lewis*, Coral Gables (D)
97 *Richard A. Pettigrew*, Miami (D)
98 *Talbot (Sandy) D'Alemberte*,
Miami (D)
99 *Joe Lang Kershaw*, Miami (D)
100 *Walter W. Sackett, Jr.*, Miami (D)
101 *Harold G. Featherstone*,
Hialeah (D)
102 *Vernon C. Holloway*, Miami (D)
103 *Carl A. Singleton*,
Coral Gables (D)
104 *Robert C. Hector*, Miami (D)
105 *Robert Graham*, Miami Lakes (D)
106 *Robert C. Hartnett*, Miami (D)
107 *George I. Baumgartner*,
North Miami (D)
108 *Marshall S. Harris*, Miami (D)

DADE-MONROE

- 109 *Jeff D. Gautier*, Miami (D)
110 *Carey Matthews*, Miami Beach (D)
111 *Louis Wolfson II*, Miami Beach (D)

COLLIER-GLADES-HENDRY-LEE

- 112 *Ted Randell*, Fort Myers (D)
113 *James Lorenzo Walker*, Naples (D)

MONROE-DADE

- 114 *William G. Roberts*, Key West (D)

HARDEE-MANATEE

- 115 *Jerome Pratt*, Palmetto (D)
116 *Tom Gallen*, Bradenton (D)

DESOTO-HIGHLANDS-CHARLOTTE-
SARASOTA

- 117 *Jim K. Tillman*, Sarasota (R)
118 *Donald E. Heath*, Nokomis (R)
119 *Granville H. Crabtree, Jr.*,
Sarasota (R)

THE LANGUAGE OF LAWMAKING

Each profession, trade, occupation and even sport has its own language. Lawmaking does, too.

If you went to court, you would not be at all surprised to hear the judge and the lawyers using words which are strange to you. And if you were watching a football game for the first time, you surely would be puzzled over the meaning of some of the action on the field.

Now that you are in the gallery of the House of Representatives, you should not be dismayed to hear words and phrases which are not immediately meaningful to you. Lawmaking is a process which moves according to timeless ritual much as does the administration of justice in the courts. And lawmaking also possesses the appeal to many spectators that the clash of athletic teams does.

There is a saying that "you can't know the players without a program." This *Guide* is intended to help you know what's going on here. You will not, to be sure, know everything about the legislative process after you have read this Guide. But you should be sufficiently informed to watch the proceedings more knowledgeably and, therefore, more enjoyably.

WHAT YOU MAY HEAR IN THE CHAMBER

THE LEGISLATIVE PACE

The work of the House, with a regular session limited to 60 calendar days (Sundays included), has been likened to an automobile factory.

During the first half of a session, the lawmakers are busy in committees and the floor action is relatively light. There may not be enough ready-business to keep the House occupied for its daily hours of 11 to 1.

But by mid-session, the situation reverses. The committees, which had received bills as their raw material, now are finishing their preliminary shaping and are feeding these onto the assembly line. Now there will be work aplenty for House sessions during both the morning and afternoon.

In the last weeks of a session, there will be so many bills ready for floor consideration that the Committee on Rules and Calendar will find it necessary to decide which bills are to be given preference.

BILLS

The word most commonly heard in the House is "bill." Every law was once a bill. A bill is simply a proposed law. It is the raw material that results from someone feeling "there ought to be a law."

Only legislators can introduce bills. (Even the Governor, who has a Constitutional mandate to tell the Legislature what new laws are needed, must find a legislator to introduce *his* bills.) A legislator may introduce as many bills as he pleases.

A legislator may write his own bill, but chances are that someone else has done the actual drafting. Indeed, the Legislative Reference Bureau has a division staffed with lawyers and clerks for this very purpose. The official bill drafters will take

HOW THE HOUSE PASSES A BILL*

Member files bill with
The Clerk, who processes
for introduction, including
assignment of number by
which bill will be identified thereafter

In the House, bill read 1st time by
title, and referred to Committee(s)
by The Speaker

Committee studies bill at
public meeting and recommends to House —

— that it be passed

(or)

— that it be passed with
changes (amendments)

(or)

— that it not be passed

In House, bill read 2nd
time by title, debated

and

amendments may be
adopted or defeated

In House, bill read 3rd time by title
and passed (or defeated)
If passed, sent to Senate for same
course of action

If passed by Senate, bill re-
turned to House and sent —

— to Governor, for
approval or veto

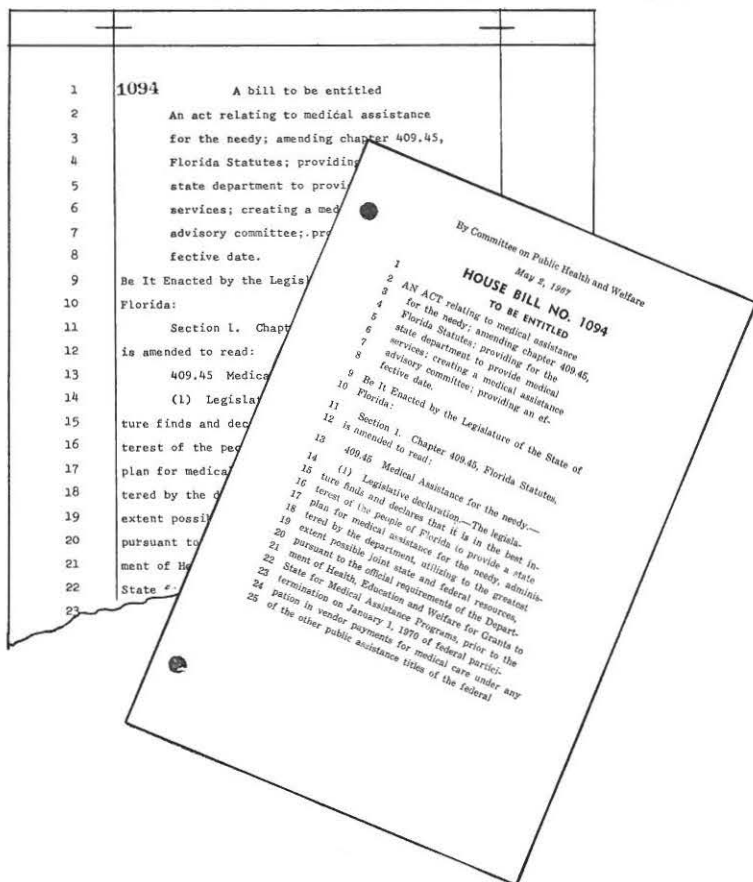
* This chart should be regarded as a generalization.

the ideas of legislators and put them in bill form. They'll draft as many as three thousand for one legislative session.

A bill gains an identity of its own upon being introduced in one of the two legislative houses. Bills are serially numbered, in the order of introduction, from the first day of a regular session.

Pending measures die with the expiration of a legislative session. Even though they may have been passed by either the House or the Senate, they must be reintroduced at the next session and start the legislative process anew if sponsors feel the need still exists. (Incidentally, a law may be passed and repealed during the same legislative session.)

LEGISLATIVE GRIST / a bill, in its original and printed form



INTRODUCTION AND REFERENCE

A bill is *introduced* at the moment of the first reading of its title to the House.

It is then referred by the Speaker to one and, in some instances, another, of the 28 committees. And the House, by vote, may send the bill to different or additional committees.

Reference has tremendous significance in the life of a bill.

An unfavorable report from a committee presents a barrier to the bill's passage which usually cannot be climbed. That is the most obvious importance of reference.

Time is perhaps the toughest foe of legislation, with every step a race against the clock and the calendar. Even a committee friendly to a bill's progress could offer amendments which might delay its progress just enough to cause trouble elsewhere in the legislative process. Or, having 14 days in which to consider a bill, a committee may delay its progress overlong because of the pressure of other bills. With the session limited to 60 calendar days, each day's delay forces the bill into growing competition for time to be considered.

Reference can, therefore, be vital.

THE DAILY ORDER OF BUSINESS

If you are in the gallery from the time of the convening of the House in its daily session, you will find it following generally this Order of Business:

1. Roll call, taken on the roll call machine
2. Prayer, by the Chaplain or, in his absence, some Member designated by the Speaker
3. Approval of the Journal of the preceding legislative day
4. Motions relating to committee references
5. Receiving of communications, usually letters from the Governor telling of how he has disposed of bills which originated in the House
6. Introduction and reference of new legislation
7. Consideration of messages from the Senate, reporting the passage of legislation originating there or action on House measures
8. Report of standing committees

9. Report of select committees: groups "selected" for special tasks outside the jurisdiction of "standing" committees

10. Matters on reconsideration

11. Special Orders

(1) Regularly, Senate concurrent resolutions, memorials, general bills, and joint resolutions on Wednesdays for at least two hours

(2) Otherwise, as individually determined by the committee on Rules and Calendar or by the House

12. Unfinished business

13. Consideration of House resolutions, concurrent resolutions, and memorials

14. Consideration of bills and joint resolutions on third reading

15. Consideration of bills and joint resolutions on second reading

Unless a visitor has come to hear debate on a specific measure, the casual observer will be most likely rewarded by a flurry of activity in the House during the first hour of a day's session.

It is during this period that efforts may be made to affect the future of legislation by parliamentary maneuvering, perhaps by trying to cause a bill to be referred to more than one com-

FSU LIBRARY *A JOINT SESSION / the Governor addresses the Legislature.*



mittee. Such a move usually is regarded as unfriendly by the bill's sponsors.

"READINGS"

Of the sentences spoken in the parliamentary ritual of the House, perhaps the most frequently heard is, "Mr. Speaker, I move that the Rules be waived . . ."

This motion usually applies to the taking up of a bill on second or third "reading."

Those who hear this motion used again and again well may wonder why there are such rules if they are to be put aside. These rules are rather like the brakes on an automobile: to be used when it appears the vehicle is moving too fast. Their value lies in their presence rather than in their constant use.

Indeed, the rules sought to be waived are not of the House alone but requirements of the Constitution, which explicitly provided for their waiver under specified conditions.

The Constitution (Article III, Section 7) says:

"Any bill may originate in either house and after passage in one may be amended in the other. It shall be read in each house on three separate days, unless this rule is waived by two-thirds vote.

"On each reading, it shall be read by title only, unless one-third of the members present desire it read in full.

"On final passage, the vote of each member voting shall be entered on the Journal. Passage of a bill shall require a majority vote in each house."

There is materially less reason for the actual reading by the Clerk of the text of a bill to the House today than there once was. Every Member has a printed copy of each general bill and an analysis of its contents by the Legislative Reference Bureau.

"Reading," therefore, has come to possess a symbolic sense of being a stage in the consideration of a bill.

If a Member feels the House needs to slow down its consideration of a measure, or if a Member in opposition believes a day's delay may be helpful, he will oppose taking one or all of the Constitutional short-cuts. You will notice that it takes the approval of two-thirds of the Members present to use the short-cuts.

Incidentally, the custom of requiring three readings stretches back into legislative antiquity. It was a matter of practice in the House of Commons by the 16th century. Perhaps the specifying of three readings, instead of two or four, has its roots in the time when the number three first possessed religious significance.

Yet the custom does have practical value. A piece of legislation which has been brought up three times, perhaps on three separate days, in each of the two legislative houses has certainly come to the attention of many people.

"LAY ON THE TABLE"

The Clerk's table—a figurative piece of furniture—is the limbo of legislative matters.

To "lay on the table" means a bill or other matter has been removed from consideration and placed in suspense. A matter laid on the table can, by the prescribed number of votes, be resurrected and taken up from the table. It is not accurate, therefore, to say that a measure has been killed by tabling although the practical result often is that.

A bill unfavorably reported by a committee is automatically "laid on the table." Upon the motion of any Member, adopted by a two-thirds vote of the Members present, the bill may be taken from the table and placed on the Calendar.

"STRIKE OUT THE ENACTING CLAUSE"

The Constitution leaves the form of bills to the Legislature. The size, the number of copies, and similar details are prescribed by Rule. But the Constitution does require the inclusion of one phrase for a bill to become law, and that vital language is:

"Be it enacted by the Legislature of the State of Florida."

So, if you hear an amendment read which says "strike out the enacting clause," you may be sure this has been offered by a legislator unfriendly to the bill.

For without the enacting clause, a bill would be just a piece of paper even though every member of both houses had in some manner voted for it.

RECONSIDERATION

The House has at least two chances to pass upon anything presented for its vote. This is because every vote may be "reconsidered."

A House-passed bill is delayed in its delivery to the Senate until the vote on passage has been reconsidered or a two-day period for this action has expired. (This does not apply to the last week of a session or to local bills.)

It is this delay that prompts a ritualistic exchange which often puzzles spectators.

A proponent of a measure will, just as soon as the bill has been passed by the House, often move for immediate reconsideration of the action which was to his liking, and still another proponent will ask that this motion be "laid upon the table." They are trying to hasten the bill's dispatch to the Senate.

"MOVE THE PREVIOUS QUESTION"

While every Member theoretically has the right to be heard for at least 15 minutes on any question before the House, a motion for "the previous question," if adopted by a majority, can hasten the vote.

Traditionally, Speakers do not put this motion until both sides have had an opportunity to be heard for a reasonable time.

SPECIAL ORDER

The House will from time to time pick out bills for consideration ahead of others on its Calendar. This is known as a "Special Order of Business." Usually, the need for "Special Orders" is determined by the Committee on Rules and Calendar.

A "Special Order" may apply to a particular bill or to a class of bills. The "Special Order" usually goes into effect at a specified hour and continues for a definite length of time. Or, it may be a "Special and Continuing Order" lasting until the subject has been disposed of.

COMPANION BILLS

Identical copies of some bills are introduced in both the House and Senate. The idea is to gain time by having the same measure, in two bills, moving simultaneously through both houses. These are known as *companion bills*.

The time is saved by reason of the fact that when the House reaches a committee-approved bill on its Calendar, the Senate-passed companion bill may be substituted. Otherwise, the House bill would, if passed, have to go to the Senate, which already

has considered and passed an identical measure. This would be a waste of time.

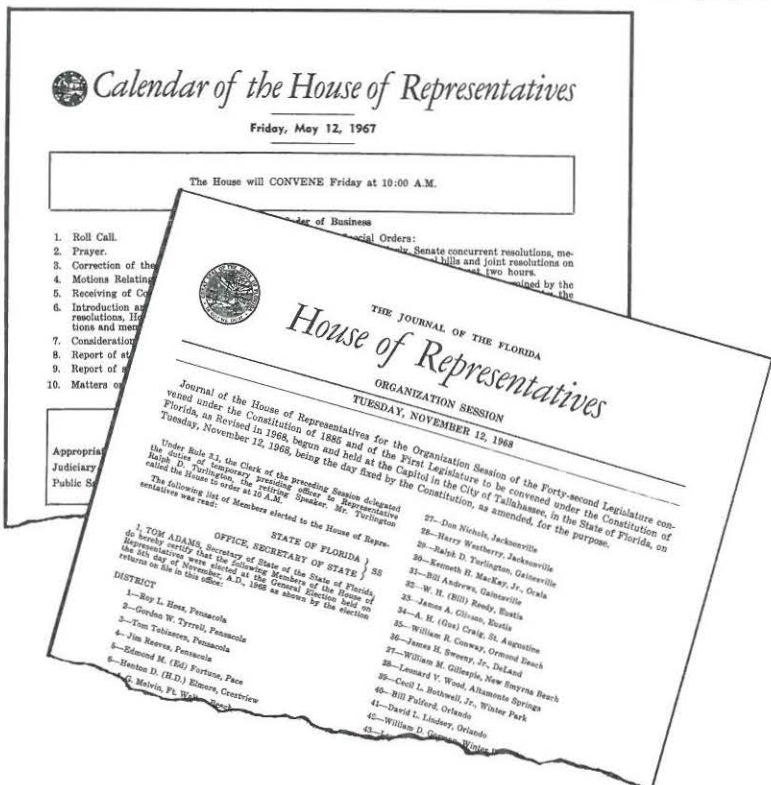
ENGROSSING—ENROLLING

You may hear reference to *engrossing* and *enrolling*. Each means “to copy,” but in a legislative sense the words are used to differentiate between two kinds of copying.

If changes are made in a bill during its consideration by the House, these changes—words added to or taken from the original bill—are made in the *engrossed* bill. An engrossed bill is one which has been amended, and this copy incorporates those changes.

Enrolling is the final handling of a bill in the Legislature. It has been passed by both houses, and now is *enrolled*, or copied,

KEEPING UP / the daily Calendar and Journal are guides to bill progress



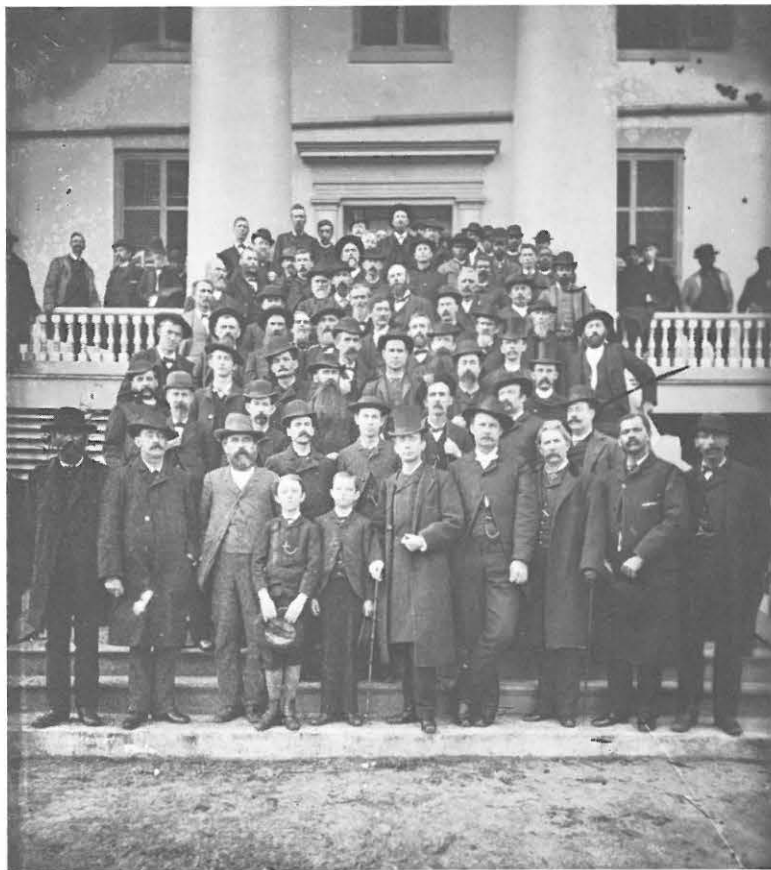
on permanent record paper, signed by the presiding and clerical officers of the Legislature, and sent to the Governor for his action and filing in the Office of the Secretary of State.

LOCAL BILLS

Local bills are those applying to but one county. On the record, these are passed in the same manner as other legislation. Actually, however, the passage of these is controlled almost exclusively by the Members from the affected county.

BEARDS AND TOP HATS / the 1885 House of Representatives (with pages, others)

FSU LIBRARY



WHAT YOU SEE IN THE CHAMBER

You are seeing Florida's oldest lawmaking body in action when you look upon a session of the House of Representatives.

After Florida was acquired by the United States from Spain, Congress said 13 of the "most fit and discreet persons" in the new Territory should constitute its Legislative Council.

The members of the Legislative Council were first (beginning in 1822) appointed annually by the President of the United States, by and with the advice and consent of the Senate, and then (beginning in 1826) elected by their fellow Floridians.

When Congress substituted a bicameral, or two-house, lawmaking system for the Territory, its Act of July 7, 1838, said "the House of Representatives shall be organized, and the members thereof shall be chosen as is now prescribed by law for the present Legislative Council."

Thus, it may reasonably be said that today's House of Representatives is the direct successor to the Legislative Council, which first gave the people of Florida a voice in the making of the laws governing them.

Interestingly, Congress provided in 1838 that the Legislative Council could have a maximum of 75 days a year to cope with the problems of fewer than 30,000 people. Today, with more than 6,000,000 Floridians, the Constitution provides the Legislature shall meet in regular session for 60 days every year. Study by standing committees prior to the convening of a session means a good deal of preliminary scrutiny has been given many proposals before these actually are introduced.

REORGANIZATION

The House reorganizes after each general election. Reorganization means the newly elected Members select their Speaker, Speaker pro Tempore, Clerk and Sergeant-at-Arms for the two-year life of the House. Rules also are adopted. The new Speaker

then is fully clothed with authority to appoint the committees. The committees can meet, prior to the legislative session, to consider matters within their subject field, including prefiled bills which may be assigned to them by the Speaker.

PREFILING

"Prefiling" is a procedure by which House Members may deliver proposed legislation to the Clerk ahead of the convening of the Legislature in regular session. Members have the option of allowing the Speaker to place copies of prefiled bills in a committee for pre-session study. Virtually all prefiled bills are released by their sponsors for committee consideration. While committees may not take final action on a prefiled bill, since only a copy and not the bill itself has been assigned, obviously many committee members will form an opinion about a bill's merits during this pre-session study. For that reason, committees are obligated to advise sponsors and other interested persons of their sessions for the consideration of specific bills. This enables both sides to be heard during the pre-session period.

COMMITTEE, OTHER ACTIVITIES

As a visitor to the gallery, you should keep in mind that you are seeing only the end product of the legislative process. Under "The Legislative Pace," we earlier in this pamphlet likened the work of the House to an automobile assembly line. The chamber is the place where a vast amount of off-floor activity comes together.

The number of standing committees of the House varies from session to session. For the 1969 regular session, there are 28 standing committees. In the 1967 regular session, there were 32 standing committees. A *standing* committee is one appointed for the continuing consideration of bills within its jurisdiction. The name of the committee usually indicates this field of jurisdiction. A *select* committee is one selected to perform a specific task. There also are a number of other types of legislative committee, among these being *Committee of the Whole House*, *conference*, and *joint*.

The typical Member of the House of Representatives will find himself involved in work from "can see" to "can't see"—from early in the morning until evening. Committee meetings are

scheduled to minimize conflicts among committee members but a Member with a bill to urge or oppose well may find himself confronted with a number of simultaneous meetings of House committees, Senate committees, or groups of constituents.

These meetings with constituents are often overlooked by those who think of the Legislature in broad, general terms. Each delegation inevitably will have frequent meetings with people from their home Districts, and these meetings must be scheduled to avoid conflict with meetings of House/Senate committees.

And, of course, the work goes on whether the Legislature is in session or not. Before a regular session, legislators are obligated for an almost daily (or nightly) round of meetings with public and private groups, and with individual citizens, who have problems they want to talk over. There will be a round of scheduled meetings of standing committees beginning soon after the House's reorganization. State institutions will be visited by members of committees concerned with their financing and general management. After a session, the lawmakers will be reporting to their constituents, for so much occurs at every session that even the most attentive among newspaper readers, television viewers, and radio listeners cannot possibly know all that happened which may be of interest to them.

To repeat: as a visitor, you should keep in mind that what you see of activities on the floor of the House is but a fraction of the time and energy a Representative must put into his public task. The Clerk of the House had the opportunity to observe the Legislature closely as a governmental newsman from December, 1939, until July, 1966, and he believes "the House is a hard-working, sincere, and dedicated body, deserving of your understanding, and worthy of your support."

THE CHAMBER

The House of Representatives first met in its present chamber for the regular session of 1939. It is the same room but many changes have been made.

Originally, for example, the only ceiling lights were those of the chandeliers. The scene now is many times as bright as it was then.

Another change has been in the desks of the Members. Ex-

pansion of the House membership by reason of the '63 apportionment necessitated replacement of the individual desks placed there in 1939. Fortunately, the providing of private offices for Members in 1961 meant the chamber desks no longer need be as large as in prior sessions when Members had no other place to keep their belongings at the Capitol.

As you look about the chamber from the gallery, your attention likely will be attracted first by the Speaker's rostrum and Clerk's table, fronting the desks of the Members, and by the wall portraits. The portraits are those of former Speakers, except that the one immediately behind the presiding officer is that always of the current Speaker. Placing of the portraits began in 1959. They include all past Speakers living at that time.

Next, your attention may be drawn to the two big boards, with columns of names and the red (nay) and green (yea) lights, at the sides of the rostrum. These belong to the electric roll call system, and show how the individual Members have voted by pressing the yea-and-nay buttons on their desks. The original roll call system was installed for the 1939 session. It was enlarged for the '63 regular session. The system records, tabulates, and makes copies of the votes of Members with the speed of electricity. The electric roll call saves a very considerable amount of time in calling the roll for a legislative assembly of a hundred or so members.

The two glassed-in booths on the back wall are provided for newsmen. Once the legislative correspondents occupied tables flanking the rostrum but growth of the corps of newsmen dictated change. The booths, tied into the same public address system you hear in the gallery, make it possible for the newsmen to use typewriters, telephones, and voice recorders and to confer without distracting legislators.

In addition to the big, double-doors opening at the rear of the chamber upon the main, center aisle, you will observe doors on either side. These open upon corridors leading to committee rooms and offices of the Members. The doors on the east side, or on the Speaker's left-hand, lead also to his private office and the work rooms of the Clerk, who keeps the official records of the proceedings.

The electrical installation to be seen to the north end of the

east gallery controls the public address system. The attendant energizes the desk microphones as members obtain recognition from the Speaker.

THE JOURNAL

The Clerk's Journal records only the formal parts of what has happened in the House and its committees: the titles of the bills introduced and considered, the way members voted.

Incidentally, a record roll call can be obtained on any question coming before the House whenever five members, by raising their hands, ask for it. (There is a record roll call on the passage of every bill.) The traditional formula by which the Speaker declares the result of a voice vote allows time for this demand for a record vote: he first says, "the yeas *appear* to have it," then pauses and if five hands do not appear, goes on to declare, "the yeas have it."

Because the Clerk's Journal is not a verbatim, word-for-word record, the size in number of pages may on occasion bear an inverse ratio to the intensity of the floor debate. A day given over to argument on an important bill may require a few short entries. A day in which scores of local bills are passed would necessitate page after page of the Journal although not a word of debate, in the sense of argument, had been spoken.

The Journal is of vital significance, for the courts look to the Journal for an accurate accounting of what formal steps were taken whenever a statute is challenged on some ground of un-constitutional passage in its legislative course.

The Journal of each day's proceedings is available in printed form to Members with the convening of the next legislative day's session. These daily Journals, after careful perusal for error, are drawn together and reprinted after *sine die*, or final, adjournment of the Legislature. This reprinting becomes the official record of what the House did. For the 1967 regular session, the Journal consisted of 2,178 big pages.

The Journal distributed on Monday mornings attracts especial attention because it contains the names and affiliations of those persons who have registered as lobbyists during the preceding week.

The Clerk also prepares the daily Calendar, a listing of the

specific items of business which will be before the House that day. Like the Journal, the Calendar in printed form is available in the morning of each legislative day.

THE SPEAKER

The Speaker is the presiding officer of the House. All eyes will be on him during much of the time when the House is in session. (The presiding officer occupies the *Chair*, and this word stands for the office and not the furniture. This interchange of meaning stresses the impersonal approach of the presiding officer to his duties.)

The task of presiding will present a challenge to his stamina, for the Speaker will stand for hours; to his patience, for he will strive to allow contending forces to present their arguments properly; to his wisdom, for he will have to make vital decisions quickly and fairly; and to his wit, for he will need to know when and how to serve as a safety valve to release tensions with a quip.

Yet the Speaker must do more. While he can cast only one vote, equal to but exceeding in value none of the 118 others, the Speaker usually possesses an intangible force which may be decisive should he choose to use this.

TRANSITION / that electric moment when the old Speaker transfers the gavel to the new.

PETER BARTON



There is an aura of a mystical nature which surrounds the Chair. This can be demonstrated by the fact that never in a half century has an appeal been taken successfully from a ruling of the Chair. Certainly some of those rulings are open to question on the ground of judgment when viewed in hindsight. But the House has been willing to give one side or the other a momentary advantage rather than appear to question the good faith of the Speaker.

So if he is wise, and Speakers generally are to have achieved this place of responsibility, he will not use this power recklessly or for unworthy purpose.

As a Member, representing a District, the Speaker possesses the right to leave the Chair and speak in debate. Ordinarily, he will not do so unless some issue arises that seems to him of transcending importance to the State or the House. It is a solemn occasion when a Speaker ceremoniously vacates the Chair to come down to the floor for a speech.

While it is only lately that the dual nature of his role has become apparent in Florida, the Speaker is both the leader of the entire membership of the House and of those Members who belong to his political party.

The influence of the Speaker can be exerted in many directions. None is of greater importance than his power to appoint the members of House committees. He shares this power with no one. How he thinks well may flavor House committee thinking in many fields of proposed legislation.

If the Speaker is, say, conservative in his fiscal philosophy, he may appoint Members to the Committee on Appropriations and to the Committee on Finance and Taxation who are of the same philosophy.

SEATING

Seating in the House chamber is determined by the Speaker (but the task often is delegated to others) for each session although there is relatively little change from year to year. "Delegations," or Members from a county or group of counties, are seated together.

Some areas are favored by Members for different reasons. Those seated along the aisle in front of the rostrum may feel they enjoy some advantage in catching the Speaker's eye for the purpose of recognition. Other Members prefer locations near the side exits to their private offices.

The Chairman of the Committee on Rules and Calendar occupies the first seat to the Speaker's left on the front row. This enables the Chairman to help the Speaker with the procedural motions which speed up the dispatch of the House's business.

Across the middle aisle, the first seat on the front row to the Speaker's right is reserved for the Speaker pro Tempore, so he will be easily available to take a turn at presiding when the Speaker needs to be elsewhere. The Majority Floor Leader, the Minority Leader, the Chairman of the Committee on Appropriations, and the Chairman of the Committee on House Administration are assigned double desks so they may confer more conveniently with Members during meetings of the House.

The desk microphones and the very considerable reduction of traffic in the chamber have tended to diminish the disadvantages which were formerly attached to certain areas.

Until the Members were provided with private offices in 1961, much of their outside legislative business was transacted at their chamber desks. This meant their secretaries and visitors often were by their side during meetings of the House, and the noise and the general movement of people were particularly disturbing to Members who occupied seats on the fringe of the chamber.

WELL OF THE HOUSE

The area, with reading stand, immediately in front of the center of the Clerk's table is known as the "well."

It is primarily used by Members who either wish to emphasize the importance of what they have to say or need to be in a position of facing the chamber to answer questions during the explanation of some measure. The Member handling the General Appropriations Bill likely will use the facilities of the well.

Prior to installation of the desk microphones, the well was used far more frequently than now is the case.

JOINT SESSIONS, JOINT MEETINGS

The Constitution [Article IV, Section 1(e)] provides, "The Governor shall by message at least once in each regular session inform the legislature concerning the condition of the state, propose such reorganization of the executive department as will promote efficiency and economy, and recommend measures in the public interest."

This annual message is given to the Legislature by the Governor in person (although Secretary of State R. A. Gray read the words of the ailing Governor Dan McCarty to the 1953 session) at a "joint session" held in the House chamber. If there are supplementary messages from the Governor during a session, he may deliver these in person or send them to the presiding officers for inclusion in the Journal.

The Legislature has "joint meetings" from time to time to hear addresses. Florida's United States Senators usually address the Legislature during a regular session. Persons of prominence visiting in Florida are occasionally heard. These have included Helen Keller and General Jonathan Wainwright.

When the Legislature assembles for this purpose, it is convened properly in "joint meeting." When the Governor responds to the mandate of the Constitution, the Legislature hears him in "joint session."

THE IMPORTANCE OF THE LEGISLATURE

Here in the Legislature, government by the people is made to work.

"All political power is inherent in the people," asserts the Declaration of Rights to Florida's Constitution. The Legislature is an instrument through which the people exercise that power.

For example, not a dollar of tax may be either collected or spent by the State government without an authorizing Act of the Legislature.

While no law may be passed without both the Senate and the House of Representatives agreeing upon its exact words, the House has traditionally felt a special sense of communication with the people.

This is because the Members of the House have been elected every two years. House Members possess a grassroots nearness to the electorate which may not always be true of those officers of the State elected to four and six-year terms.

The House has the exclusive right to inquire into the conduct of those State officials of high rank who are not subject to suspension by the Governor. The House may vote articles of impeachment (for Senate trial) against the Governor, Cabinet officers, Justices of the Supreme Court, Judges of the District Courts of Appeal, and Circuit Judges.

Measures Introduced (House and Senate)

Regular sessions only					
	1959	1961	1963	1965	1967
General	<u>2,310</u>	<u>1,494</u>	<u>2,193</u>	<u>2,358</u>	<u>3,410</u>
Local	<u>1,482</u>	<u>2,993</u>	<u>1,771</u>	<u>2,107</u>	<u>1,771</u>
Total	<u>3,792</u>	<u>4,487</u>	<u>3,964</u>	<u>4,465</u>	<u>5,181</u>

Legislative Scoreboard (House and Senate)

(House and Senate)				
Regular and special sessions				
	1961	1963	1965	1967
Bills introduced	<u>4,487</u>	<u>3,964</u>	<u>4,465</u>	<u>5,408</u>
Bills that failed	1,472	1,917	2,047	2,929
Bills that passed	3,015	2,047	2,418	2,479
Bills vetoed				
by Governor	16	19	23	48
Bills becoming law	<u>2,999</u>	<u>2,028</u>	<u>2,395</u>	<u>2,431</u>
% Becoming law	<u>67%</u>	<u>51%</u>	<u>54%</u>	<u>45%</u>

— Legislative Reference Bureau

BOOKS TO HELP YOU LEARN MORE ABOUT YOUR STATE GOVERNMENT

The Florida Handbook, Peninsular Publishing Company, Tallahassee. (Completely revised every other year. The State-accepted reference book on Florida for teachers. Available in school and other libraries, and also from the Peninsular Publishing Company, P. O. Box 2275, Tallahassee, \$6.75, including postage.)

Our Florida Government, Lyons & Carnahan, Chicago. (State-adopted as a textbook. Available from Florida Schoolbook Depository, P.O. Box 6578, Jacksonville, \$2.70, plus postage.)

Florida: Land of Change, The University of North Carolina Press, Chapel Hill. (A standard history of Florida, available in most libraries.)

The Government and Administration of Florida, Crowell, New York. (A college-level view. Available in most libraries and from Thomas Y. Crowell, 201 Park Avenue South, New York 3, \$5.75.)

The Government of Florida, Winston (Holt, Rinehart & Winston, successor), New York. (Long the State-adopted textbook, available in many school and other libraries.)

Your Florida Government: 500 Questions and Answers, University of Florida Press, Gainesville. (Published in 1965 and available in bookstores, libraries, and, at \$2.75, from the University of Florida Press. Answers many often-asked questions as well as some off-beat puzzlers.)

Florida Under Five Flags, University of Florida Press, Gainesville. (A compact, general history of the state, including government, available at \$5 from bookstores or the University Press.)

To write your legislators . . .
Representatives should be addressed as follows:

The Honorable _____
House of Representatives (during sessions)
The Capitol
Tallahassee, Florida 32304
Dear Mr. _____:

Senator _____
The Capitol (during sessions)
Tallahassee, Florida 32304
Dear Senator _____

It is suggested that you sign your name clearly and give your address correctly so the legislator can answer your letter.

Most matters coming before the Legislature are fairly well publicized in advance. To help your representatives, write them about issues prior to the Legislature taking action.

